



Multi Agency Public Protection Arrangements

KENT



# Annual Report 2019-20



# Introduction

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We are pleased to introduce the 2019–20 Multi Agency Public Protection Arrangements (MAPPA) Annual report for Kent.

This report highlights how MAPPA operates in Kent and how the highest risk offenders are managed in our communities. Our priority continues to be protecting the public from serious harm. The relationships we have built in Kent with the statutory duty to co-operate agencies (DTCs) for managing MAPPA registered offenders is excellent. We have seen increased participation at MAPPA meetings, agencies going above and beyond their statutory duties and commitment from the Kent Strategic Management Board (SMB) members to ensure a co-ordinated approach to risk management and the rehabilitation of sexual and violent offenders.

Despite the challenges that Covid-19 has brought in 2020, all agencies have quickly adapted to bringing our business progressively online and meeting through video conferencing. This has had the impact of ensuring better attendance and inclusion because of a reduction in the need to build in travel time, particularly where agencies are represented from outside Kent and Medway. We have worked hard to ensure that the ability of people to contribute has not been diminished in this format. Additionally, whilst the initial lockdown brought new challenges for all agencies to manage face to face engagements with our MAPP subjects, these have been promptly overcome and through good application of safer working methods and use of PPE, we have been able to ensure our highest risk cases are managed robustly across all agencies.

We are excited at the prospect of working collaboratively with our duty to co-operate agencies during the coming year as outlined in our 2020-2022 MAPPA SMB business plan, particularly around the implementation of a new housing priority pathway for MAPPA offenders in Kent, the transition of MAPPA eligible youth offenders into the adult system as well as a more co-ordinated approach with local community mental health teams, health and the criminal justice system.



**Dawn Mauldon**

Governor, HMP Stanford Hill  
Chair, Kent MAPPA Strategic Management Board



**Andrew Pritchard**  
Detective Chief Superintendent  
Kent Police



**Tracey Kadir**  
Head of LDU Kent  
National Probation Service



**Susan Howard**  
Prison Group Director,  
Kent & Essex Prison Group

# What is MAPPA?

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## MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.

They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.

A number of other agencies are under a Duty to Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Services, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.

The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community (where they must reside and have strong links).

## How MAPPA works

MAPPA-eligible offenders are identified and information about them is shared between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require structured multi-agency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 3 categories of MAPPA-eligible offender:

- **Category 1** - registered sexual offenders;
- **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; and
- **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.

There are three levels of management to ensure that resources are focused where they are most needed; generally, those presenting the higher risks of serious harm.

- **Level 1** is where the offender is managed by the lead agency with information exchange and multi-agency support as required but without formal MAPPA meetings;
- **Level 2** is where formal MAPPA meetings are required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)

# MAPPA Statistics

<b>MAPPA-eligible offenders on 31 March 2020</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1860	498		2358
Level 2	8	17	5	30
Level 3	0	1	0	1
Total	1868	516	5	2389

<b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	22	17	4	43
Level 3	0	3	1	4
Total	22	20	5	47

<b>RSOs cautioned or convicted for breach of notification requirements</b>	24
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<b>RSOs who have had their life time notification revoked on application</b>	5
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<b>Restrictive orders for Category 1 offenders</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	112
SHPO with foreign travel restriction	0
NOs	2

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	1
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<b>Level 2 and 3 offenders returned to custody</b>				
	<b>Category 1: Registered sex offenders</b>	<b>Category 2: Violent offenders</b>	<b>Category 3: Other dangerous offenders</b>	<b>Total</b>
<b>Breach of licence</b>				
Level 2	0	5	1	6
Level 3	1	1	1	3
Total	1	6	2	9
<b>Breach of SOPO</b>				
Level 2	0	0	0	0
Level 3	0	0	0	0
Total	0	0	0	0

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	115
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This figure has been calculated using the Mid-2019 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics, excluding those aged less than ten years of age.

# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2020 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2019 to 31 March 2020.

**(a) MAPPA-eligible offenders** – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority are actually managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

**(b) Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) These offenders are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. Failure to comply with the notification requirement is a criminal offence that carries a maximum penalty of 5 years’ imprisonment.

**(c) Violent Offenders** – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.

**(d) Other Dangerous Offenders** – offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPPA meetings. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

**(e) Breach of licence** – offenders released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

**(f) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction).** Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. They require the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant

is under the age of 18 an application for an order should only be considered exceptionally.

**(g) Notification Order** – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

**(h) Sexual Risk Order (including any additional foreign travel restriction)**

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application by the police or NCA where an individual has committed an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply. The person concerned is able to appeal against the making of the order and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.

Individuals made subject of a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

**(i) Lifetime notification requirements revoked on application**

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements. Persons do not come off the register automatically. Qualifying offenders may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain on the register for life, if necessary.

Individuals will only become eligible to seek a review once they have been subject to indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applied from 1 September 2012 for adult offenders.



# MAPPA in Kent

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## Message from the Kent MAPPA Coordination Unit

The MAPPA Coordination unit in Kent covers a large geographical area and organises all level 2 and 3 meetings. We work closely with the MOSOVO (Management of sexual or violent offenders) team to ensure a joined-up approach to public protection across agencies.

In 2019 we developed the MAPPA screening panel. This panel consists of the MAPPA Co-ordinator, MOSOVO Police DI and a Senior Probation Officer. The panel considers whether the referral meets the threshold for MAPPA level 2 and 3 cases. Any disputes on management level, if not agreed at panel level, are escalated to SMB for final recommendation.

In 2019, the MAPPA unit in Kent refreshed the MAPPA training package which is delivered to Duty to Co-operate agencies and Responsible Authorities. Feedback on this new training has been excellent as now incorporates a more interactive approach as well as guidance in making referrals and what is expected from attendance at MAPPA meetings. We have since adapted this training to be delivered virtually which allows us to reach a greater number of agencies across the County.

In February 2020, the South East and Eastern division of the National Probation Service reviewed their structure and management of MAPPA level 1 offenders. As a result, all level 1 cases managed by the NPS are robustly reviewed at periodic times during their sentence dependant on the risk posed or change in circumstance. This is a collaborative approach and like level 2 offenders, information is shared by the police, victim liaison unit and other agencies in ensuring the risk management plan is robust, up to date, and the case is managed at the correct MAPPA level. As a result, we have seen a slight increase in MAPPA level 2 referrals, but equally there is more confidence to reduce cases which meet the threshold to be managed at MAPPA Level 1.

**MAPPA Co-ordinator, KENT**

### **Victim Contact Service**

The statutory Victim Contact Service (VCS) enables eligible victims (or in the case of a death, bereaved close relatives of the victim) to be informed about key developments in the offender's sentence.

Victim Liaison Officers (VLO) working in NPS Divisions will provide information to victims about the criminal justice process, what the offender's sentence means, and how decisions are made about how long the offender will remain in prison or hospital. This includes information on tariffs, appeals, parole eligibility, release (including release on temporary licence and escorted or unescorted leave), conditional discharge, and recalls. In relation to unrestricted patients, the information will come directly from the hospital and not the VLO.

The Offender Manager must ensure that information about victims is relayed in any MAPPA or other professionals' meeting to manage the offender's risk. The VLOs are important participants at MAPPA meetings (where there is VLO involvement). They can offer critical information about the victims to ensure appropriate safeguarding as well as information about proposed victim licence conditions.

### **A Kent VLO's Experience of MAPPA**

*"It is crucial that allocated VLOs are invited to MAPPA at all levels. The Victim Liaison Officer will hold the most up to date information for the victim, their current contact details and current circumstances. This allows any safeguarding issue to be addressed in the meetings.*

*It will allow the police and VLOs to work closely with the victim/s and liaise, to ensure information passed to the victims is consistent. It may be that the same Victim Liaison Officer has been part of the MAPPA for longer than other key agencies and can advise on past issues. There is often new information to share which the victim has not*

*disclosed to other parties. This can include unwanted contact with the offender, breaches of licence and the offender's associates."*

## **VLO, Kent VCS**

### **MAPPA VCS Case Example:**

Mr X has been managed at MAPPA Level 3 for some years. Three victims are engaged with the VCS. The police, through MAPPA, were able to trace one of these victims, as she was considered to still be "at risk."

The licence conditions for all three victims were discussed at the MAPPA which enabled a robust risk management plan to be drawn up for the parole hearings as well as a suitable prison establishment if the offender was not recommended for release but a move to a category D establishment was recommended.

A joint safeguarding visit with the allocated Victim Liaison Officer and police, was made to victims when release was an option for the offender. This is an ongoing action point should the victims' circumstances change as reported via the allocated Victim Liaison Officer.

### **Managing High Risk Offenders and the work of MAPPA in Practise:**

#### **A MAPPA Level 2 Case Example:**

This case was referred to MAPPA level 2 by the National Probation Service in 2019 as it was felt a multi-agency approach was required to manage Mr X. Agencies involved include: NPS, Police, HMPS, Custody In-reach Mental Health Team, Community Mental Health Team, Children Social Services, Local Housing Authority and Victim Liaison Officer.

Concerns at the referral stage included child safeguarding as Mr X's daughter and disabled sister were at risk of serious harm from criminal associates; Mr X posed a serious risk of harm to himself through numerous suicide attempts and frequent self-harming. In addition, Mr X was homeless following an Approved Premise placement. Mr X also experienced poor and negative experiences in custody including being assaulted by staff and threats from other prisoners.

Following his release Mr X was arrested for a schedule 15 offence just days after leaving the hostel. He was recalled swiftly. Management of this case at MAPPA level 2 has allowed appropriate safeguarding measures to be implemented for Mr X's family who the panel felt were at risk. Sharing of information with all relevant services has allowed for a collaborative approach allowing implementation of relevant restrictive and protective factors. These factors include; mental health support and assessment, priority accommodation assessment and support, increased police monitoring and intelligence sharing, implementation of victim safeguarding measures, prompt recall and continued risk management and monitoring since his return to custody.

Overall, I would say having access to share information with relevant agencies at this level has been paramount in the management of this case. There were real difficulties with staff engagement from prison where the assaults took place. Although the use of a multi-agency approach has been key, this forum has raised some expected challenges given each agency has their own agenda and approach. I have found the support from the MAPPA Chairs exceptional and has enabled me to manage the case robustly.

## **Offender Manager, Kent NPS**

### **A Kent SMB Member Perspective:**

*Assessing and managing risk is a key component of Secondary Mental Health care and support and as such, Kent and Medway Partnership Trust (KMPT) recognises the key role it can play in contributing to the management of risk of reoffending and protection of vulnerable victims. As a core member of the Kent and Medway Strategic Management Board, I have been able to work closely with the MAPPA Manager to continue to raise awareness of MAPPA within the organisation and improve the quality of our response to requests for participation in MAPPA work and meetings. There are some structural difficulties that can hamper communication and again, we are working together to overcome any challenges. As part of the MAPPA SMB business plan, we hope to make significant progress in 2021 as KMPT community teams have agreed to look at arranging regular interagency meetings between us.*

## **MC, CARE GROUP SAFEGUARDING LEAD**

## **Lay Advisor Reports**

This has been a difficult and challenging year. I have completed 4 years as Kent's sole Lay Advisor until recently when the second Lay Advisor took up office. I have agreed to serve for a second term.

There have been many positives which I can report on. SMB meetings have been conducted via a secure online platform and I have seen a marked increase in attendance by partner agencies. This makes the quarterly meetings more relevant and allows MAPPA'S business to be conducted in an effective manner.

A start was made in reviewing Level 1 cases with a resulting improvement in processes and procedures. Level 2 cases continue to be professionally conducted but there are still pockets of poor co-operation by isolated partner agencies. The SMB is in the process of getting the co-operation and the commitment required from all agencies.

The MAPPA Manager and Deputy Manager have been highly effective and led Kent's MAPPA team professionally. They have given me support and guidance where required.

***(KH, Kent MAPPA Lay Advisor)***

After a long and much-awaited recruitment process for starting my position as the Lay Adviser in late-2019, I must say that I have been extremely pleased with the functioning of MAPPA across Kent. I have attended meetings at Level 2 and 3. It has been an enlightening journey to understand and see how multiple agencies come together to aide those involved in the case at hand, including service users and those affected by the crime(s).

2020 was a challenging year that deeply affected everything and everyone to some extent. Within MAPPA it provided the impetus to move meetings and work co-ordination online which, inadvertently, made the meetings a lot more accessible and inclusive. I was impressed with the switch to MS Teams and how efficiently

MAPPA meetings were adapted to keep doing the work needed for public safety. I noticed a distinct rise in attendance at meetings since the move; more agencies have representation in the online meetings than offline. I have fed back to the MAPPA Manager and SMB about some agencies having little knowledge of the case prior to attendance at meetings. However, I understand that MAPPA training is being rolled out again to all DTC agencies around their attendance at MAPPA meetings and how to come better prepared on individual cases. I will continue to attend the MAPPA meetings in the next year and bring my expertise and compassion to the table as best I can.

***(AK, Kent MAPPA Lay Advisor)***

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National  
Probation  
Service



**Kent  
Police**